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Report of the Secretary-General on the United Nations Mission in the Central African Republic and Chad

I. Introduction

1. The present report is submitted pursuant to Security Council resolution 1861 (2009) of 14 January 2009, by which the Council extended the mandate of the United Nations Mission in the Central African Republic and Chad (MINURCAT) until 15 March 2010, authorized the deployment of a military component to follow up the European Union-led military force (EUFOR) in Chad and the Central African Republic, and decided that the transfer of authority between EUFOR and the military component of MINURCAT would take place on 15 March 2009.

2. The present report provides an update on developments related to the mandate of MINURCAT since my last report, dated 4 December 2008 (S/2008/760). The report outlines the final preparations made in close cooperation with the European Union for the transfer of authority from EUFOR to MINURCAT. It highlights the negotiations between MINURCAT and the Governments of Chad and the Central African Republic on administrative and legal arrangements for the deployment of the United Nations force. The report also takes stock of the force generation process and deployment of the force, as well as progress in the implementation of the MINURCAT mandate.

II. Update on recent developments

A. Political developments in Chad

3. During the reporting period, Chadian armed opposition groups reasserted their intention to mobilize against Chadian President Idriss Déby Itno. On 18 January 2009, following a lull in the fighting and five months of negotiations, seven armed groups signed a manifesto establishing a new coalition, namely the Union des forces de la résistance (UFR). The group includes the Rassemblement des forces pour le changement (RFC), the Union des forces pour le changement et la démocratie (UFCD), the Union des forces pour la démocratie et le développement-fondamentale (UFDD-F), the Conseil démocratique révolutionnaire (CDR), the Front populaire pour la renaissance nationale (FPRN), the Front pour le salut de la République (FSR) and the Union des forces pour la démocratie et le développement (UFDD). On the same day, the Union démocratique tchadienne (UDC) also joined, under a

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separate protocol. On 23 January, Timan Erdimi, leader of RFC, was appointed to head the coalition. On 20 March, UFR appointed its military command, including Force Commander General Tahir Odji. Only one Chadian armed opposition group remains outside of the coalition.

4. Little progress was made in the implementation of the agreement of 13 August 2007 between the Government of Chad and the political opposition. In December 2008, draft laws on the National Independent Electoral Commission and the Electoral Code were adopted by the National Assembly. However, on 24 December, the Coalition of Political Parties for the Defence of the Constitution (CPDC) issued a communiqué denouncing the new legislation. CPDC claims that, contrary to the provisions of the agreement of 13 August, the National Independent Electoral Commission will lack independence from the State apparatus. The situation remained unresolved despite several meetings between CPDC and Government representatives, and a meeting between President Déby and members of the Comité de Suivi et d'Appui (established to follow up on the implementation of the agreement) on 5 February 2009. During his visit to Chad on 14 and 15 March, the Minister for Foreign Affairs of France, Bernard Kouchner, met with the bureau of the Comité de Suivi and proposed the mediation of two legal experts from the Organisation internationale de la Francophonie. This proposal was accepted by both parties.

5. Increases in the cost of living, combined with a number of austerity measures introduced by the Government in January and February, resulted in significant social tensions, particularly in N'Djamena. The measures included a ban on charcoal trade and production, an intense disarmament campaign entailing house and vehicle searches, the destruction of houses to make way for hospitals and other social service buildings and the threatened removal of old cars from the streets to improve the appearance of the city. Trade unions and other civil society organizations threatened public action, but a proposed general strike in early February was only partially observed. On 14 January, in N'Djamena, security forces prevented a group of women, who were particularly affected by the charcoal ban, from marching in protest. The Government stated that the ban was necessary to protect the environment, but no viable alternatives were offered. Facing growing public discontent, the Government put in place some mitigating measures, including a reduction in the price of staple goods and petrol.

6. On 23 March 2009, the President reshuffled the Cabinet. The Cabinet was last reshuffled on 14 September 2008. Responsibilities for the key ministries were unchanged and the four ministers from CPDC remained in their posts. Ten new ministers joined the Government, bringing the total number of Cabinet members to 41, of which 4 are women. The former rebel leader, Yaya Dillo, who joined the Government after the failed rebel attack of February 2008, was removed from his post as Minister of Mines and Energy.

B. Political developments in the Central African Republic

7. From 8 to 20 December 2008, an inclusive political dialogue took place between the Government and major political and military groups. On 19 January 2009, President Bozizé signed a decree establishing a new Government. However, the political, security and socio-economic situation remains fragile. The Security

Council received a detailed briefing on the situation in the Central African Republic from François Lonseny Fall, Special Representative of the Secretary-General and head of the United Nations Peacebuilding Support Office, on 10 March 2009 (see S/PV.6091).

C. Regional developments

8. During the reporting period, some progress was achieved towards a resolution of the Darfur conflict. On 9 February 2009, the Government of the Sudan and the Justice and Equality Movement (JEM) met in Doha, under the auspices of the Joint African Union-United Nations Chief Mediator for Darfur, Djibrill Bassolé, and the State of Qatar. On 17 February, the two parties signed an "Agreement of Goodwill and Confidence-building", a preliminary document, which committed both sides to a process to find a peaceful, political solution to the conflict. The "agreement" called for the two parties to refrain from harassing internally displaced persons, to guarantee the smooth flow of humanitarian aid and to commit to an exchange of prisoners. The "agreement" also committed the parties to finalizing a more substantive framework agreement, which would describe in detail areas to be discussed at comprehensive negotiations. Both parties subsequently released prisoners as gestures of goodwill. However, following the decision of the Government of the Sudan to expel 13 international non-governmental organizations (NGOs) and dissolve 3 national NGOs operating in Darfur, JEM announced that it intended to suspend participation in the negotiations until the Government of the Sudan reversed its decision. Mr. Bassolé continues to consult with all parties and regional partners to advance the peace process.

9. Little progress has been made in the implementation of the Dakar Agreement of 13 March 2008 between the Sudan and Chad since the resumption of diplomatic relations between the two countries in November 2008 and the meeting of the Dakar Contact Group on 15 November 2008 in N'Djamena. The seventh meeting of the Contact Group, scheduled to take place on 15 February in Khartoum, was delayed until later in the month and then postponed indefinitely. The Government of the Sudan subsequently expressed its willingness for the Contact Group to meet in Khartoum before the end of April. However, tensions remain high as the two Governments continue to accuse each other of supporting armed opposition groups within their territories. On 5 March, the Emir of Qatar, Hamad Ben Kalifa Al-Thani, met with President Déby in N'Djamena and offered to provide assistance towards improving relations between Chad and the Sudan, including financial assistance for the deployment of the peace and security force endorsed by the Dakar Agreement.

D. Security

10. In eastern Chad, several armed attacks against civilians were recorded during the reporting period. The prevailing insecurity and uncontrolled circulation of small arms accounted for many such incidents. Others resulted from tensions between local communities. In particular, tensions between the Zaghawa and the Tama communities in the Birak area (Wadi Fira region) are of concern, as inter-communal clashes would likely result in the displacement of the local population.

11. At least 42 incidents against humanitarian workers were recorded in eastern Chad during January, February and March 2009, mainly office and compound break-ins and carjackings. In almost all the incidents recorded, the perpetrators were carrying firearms. From 16 to 22 March, four attacks against three international humanitarian organizations took place in the Ouaddai and Sila regions. As a result, one international non-governmental organization suspended its water and sanitation activities in Koukou, Kerfi and Louboutiqué and relocated its staff, while another suspended its activities in the area of Goz Beida.

12. On 7 April, in Abéché, a soldier serving under EUFOR shot dead two EUFOR soldiers, a MINURCAT soldier and later in the day, a Chadian civilian. On 9 April, the soldier was found and arrested by Chadian authorities 15 kilometres east of Abéché. Throughout the incident, MINURCAT actively cooperated with the relevant Chadian authorities and EUFOR to locate the perpetrator.

13. During the period under review, Chadian armed opposition groups continued to consolidate their forces in West Darfur near El Geneina. Meanwhile, the Chadian National Armed Forces significantly strengthened their positions in eastern Chad in anticipation of a possible rebel offensive. On 24 March, Chadian Minister for External Relations, Moussa Faki, convened an urgent meeting with the diplomatic community in N'Djamena and warned diplomats of an imminent threat of rebel attack. While tensions remain high, no cross-border attacks have been reported.

14. Within the MINURCAT area of operations in the north-eastern Central African Republic, the security situation remained relatively calm. However, insecurity resulting from clashes between Government forces and rebels in the northern Central African Republic led to population displacements into Chad (see sect. E below). In response to the proliferation of armed groups moving inside the border region of the northern Central African Republic, the Chadian National Armed Forces is reinforcing its troops along Chad's southern border.

15. During the period under review, within its area of operations in eastern Chad, MINURCAT verified 420 kilometres of main supply routes between Abéché, Farchana and Goz Beida and confirmed them free from the presence of mines and explosive remnants of war. In addition, 105 villages and communities, home to approximately 11,000 people, were visited and a total of 3,413 pieces of abandoned and unexploded ammunitions were collected and destroyed.

E. Humanitarian situation

16. Eastern Chad continues to face a grave humanitarian crisis. More than 50 humanitarian aid agencies continue to provide urgently needed food, water/sanitation, health care, protection and education to approximately 250,000 Sudanese refugees in 12 camps and 166,000 internally displaced persons living in 38 sites, as well as 700,000 among the local population. Insecurity remains the main impediment for humanitarian operations and for the return of internally displaced persons and refugees to their places of origin. There have been no significant returns of refugees or internally displaced persons since my last report.

17. In mid-December 2008, following the withdrawal of the Chadian National Armed Forces from Dogdoré (Sila region), direct attacks on humanitarians forced them to leave the area, suspending aid to 28,000 internally displaced persons and the

host community. Following high-level advocacy by MINURCAT with local and national authorities and Government-led improvements in security, humanitarian aid workers returned to the area in January 2009.

18. Provision of humanitarian assistance also resumed in the Am Nabak refugee camp in February 2009. Humanitarian activity had been suspended in the camp since an attack by armed elements on the Office of the United Nations High Commissioner for Refugees office there during a registration exercise on 6 October 2008. Following the conduct of a disarmament exercise, local authorities collaborated with humanitarian actors to ensure the resumption of aid to the camp, which accommodates 16,000 refugees.

19. On 4 March, the Government of the Sudan expelled 13 international NGOs and dissolved three national NGOs operating in Darfur. According to joint Government of the Sudan-United Nations assessments conducted in the three Darfur states from 11 to 19 March 2009, stop-gap measures implemented by the Government, United Nations entities and NGOs were helping to temporarily meet the immediate needs of civilians. However, several of these measures are to expire by the end of April 2009, leaving significant deficiencies, including in the areas of food, water and health. MINURCAT and the humanitarian community are working together on contingency plans should a population movement across the border take place.

20. From mid-January 2009, clashes between rebel factions and the Government of the Central African Republic have resulted in a new and continuing influx of refugees from the north-eastern Central African Republic into the Salamat region of Chad. UNHCR estimates that approximately 16,000 new refugees have arrived, bringing the total number of refugees receiving humanitarian aid in Chad to approximately 320,000. The new refugees, 80 per cent of whom are women and children, are currently living in a number of sites in Chad, close to the border with the Central African Republic.

III. Deployment of the United Nations force

A. Legal and administrative preparations

21. During the reporting period, MINURCAT engaged the Governments of Chad and the Central African Republic to put in place the necessary legal and administrative arrangements for the deployment of a United Nations force. On 13 February, MINURCAT and the Government of Chad signed a memorandum of understanding providing for the transfer of EUFOR sites and infrastructure to MINURCAT, upon their transfer from EUFOR to the Government on 15 March. The agreement stipulated that the United Nations would have sole use of all but two EUFOR sites and infrastructure without charge and for the duration of the force's mandate. It further provided that the United Nations would have temporary and exclusive use of the airport parking spaces in N'Djamena and Abéché until 31 October 2009. MINURCAT has undertaken to build new airport parking spaces for its own use in both N'Djamena and Abéché.

22. On 3 and 18 March 2009, MINURCAT submitted to the Governments of Chad and the Central African Republic, respectively, draft amendments to the Status of

Mission Agreements to reflect the military component of the Mission. In accordance with Security Council resolution 1861 (2009), the model status of forces agreement is in force in both countries to supplement existing agreements pending their amendment.

23. On 27 February 2009, MINURCAT and EUFOR agreed on the text of the Technical Arrangement for the handover of the operation. The Arrangement covers operational issues, force protection, information-sharing, as well as command, control and coordination during the transitional period, in order to ensure a seamless transfer from EUFOR to MINURCAT. In accordance with the Arrangement, the United Nations will provide, within its means and capabilities, reverse support for the EUFOR phased withdrawal, which is to be completed by the end of May 2009.

B. Transfer of authority

24. In accordance with Security Council resolution 1861 (2009), EUFOR officially transferred its military authority to the newly constituted military component of MINURCAT on 15 March. The event was marked by ceremonies throughout the area of operations, including in the Central African Republic. In Abéché, the ceremony was attended by the Minister for External Relations of Chad, Moussa Faki, the United Nations Under-Secretary-General for Peacekeeping Operations, Alain Le Roy, the Minister for Foreign Affairs of France, Bernard Kouchner, the European Union Special Representative for the Sudan and for Operation EUFOR, Torben Brylle, EUFOR Operation Commander, General Patrick Nash, and the Special Representative of the Secretary-General, Victor Angelo, as well as representatives of the diplomatic community in Chad.

25. At one minute before midnight on 14 March 2009, Force Commander Major-General Elhadji Mouhamedou Kandji (Senegal) assumed operational control of the United Nations force of 2,085 troops. The force included 1,877 troops re-hatted from eight EUFOR contributors (Albania, Austria, Croatia, Ireland, Finland, France, Poland and Russia), 140 troops from two new contributors (Ghana and Togo), and 68 new force headquarters staff officers from various countries. Italy will remain in theatre under EUFOR command to support MINURCAT until the deployment of a Norwegian level II hospital in mid-May.

26. The success of the transfer of authority was in large measure due to strong cooperation between EUFOR and MINURCAT headquarters, in particular the efforts of a joint Core Planning Team under an extremely compressed time frame. The Core Planning Team, which initially comprised 13 military officers, commenced the planning and preparations for the transfer of authority and deployment of the United Nations force in New York on 5 January 2009, in conjunction with staff from EUFOR and the Department of Peacekeeping Operations. The Core Planning Team then deployed to Chad on 25 January 2009 to continue planning in theatre. The cooperation established between EUFOR, the Core Planning Team and MINURCAT, both in the field and at headquarters, enabled considerable operational challenges to be overcome.

27. Throughout the period, MINURCAT military liaison officers liaised with EUFOR and all stakeholders in N'Djamena, Abéché, Farchana, Goz Beida, Iriba, and Birao in the Central African Republic. In accordance with Security Council resolution 1861 (2009), the number of military liaison officers is being reduced

from the current strength of 44 to 25. These military liaison officers will continue to work with national and local authorities to ensure effective liaison.

28. The experience and continuity provided by the re-hatted EUFOR contingents has been invaluable in ensuring the immediate and effective implementation of the MINURCAT military mandate. Immediately after the transfer of authority, the MINURCAT force commenced operations in support of its mandate, in all sectors, with situational awareness in place. Since the transfer of authority, MINURCAT has maintained a daily average of 15 patrols and military escorts.

C. Force generation and challenges

29. As at 31 March 2009, the MINURCAT force strength was 2,079 troops, 40 per cent of its authorized strength of 5,200. The build-up of the force will be phased, with a period of consolidation prior to the beginning of the rainy season in June. The force is expected to reach its full troop strength by the end of 2009. Since most troop-contributing countries did not make a formal commitment to MINURCAT until after the adoption of Security Council resolution 1861 (2009), the time frame for generating and deploying the force was unusually short. As a result, it was not possible to conclude all negotiations on a memorandum of understanding prior to the deployment of contingents and it has been difficult for some troop-contributing countries to procure all the required equipment to deploy in a timely fashion. Additionally, the concurrent deployment of contingents is impeded by air movement and air freight constraints at N'Djamena airport. However, preparations are under way to complete the deployment of contingents from Ghana and Togo and establish the Nepalese reserve battalion in Abéché, bringing the total force strength to 3,845 (all ranks) by the end of June.

30. Regrettably, the Secretariat has not received commitments for all the force requirements. Pledges have not been received for a signals unit and, in the longer term, for the rotation of logistic support and engineering elements due at the end of 2009. In addition, the United Nations has only received pledges for 6 of the 18 military helicopters detailed in the force requirements. The military concept of operations requires that MINURCAT possess an expeditionary capability for force projection, for which military helicopters, capable of all-weather, day and night operations, are vital. Given the time required to generate and deploy contingents into Chad, commitments for these air assets are urgently needed to ensure the force has sufficient capacity to implement its mandate.

IV. Update on the implementation of the Mission's mandate

A. Support to the Détachement intégré de sécurité

31. On 7 February 2009, with the graduation of 246 Détachement intégré de sécurité (DIS) officers, MINURCAT completed the training of the 850-strong DIS, as authorized by the Security Council under resolution 1778 (2007). On 26 February, a ceremony was held in Abéché, organized by the Government of Chad, to mark the achievement of the full capacity of DIS. As of 27 March, 667 DIS officers have been deployed to 6 DIS stations and 12 posts throughout eastern Chad, including in Abéché, Bahai, Farchana, Guéréda, Goz Beida, Goz Amer, Iriba,

Djabal, Bredjing, Gaga, Iridimi, Touloum, Am Nabak, Tréguine, Kounoungou, Ouré Cassoni and Mile, as well as the command centre in N'Djamena. At the request of the humanitarian partners of MINURCAT and stakeholders in the field, a DIS police post is planned for Koukou Angarana (Sila region) under the jurisdiction of the Goz Beida police station. The deployment is expected to be completed by the end of April. As at 31 March, a total of 240 United Nations police officers were deployed in Chad.

32. Since their initial deployment by late October 2008, DIS officers have conducted day and night patrols in their area of operations, to contribute to efforts to maintain law and order in sites of refugee and internally displaced persons concentration and neighbouring areas. To date, they have arrested 81 individuals suspected of involvement in serious crimes, searched more than 800 vehicles and secured over 900 humanitarian aid convoys. DIS officers have also recovered four vehicles belonging to humanitarian relief agencies and NGOs, including two vehicles stolen in the Sudan and moved across the border.

33. While DIS has been generally successful and disciplined in carrying out its mandate, some incidents of ill-discipline have occurred. On 6 March, four DIS officers of the Bredjing police post were involved in an accidental shooting during a wedding celebration. One of the officers used his AK-47 to fire into the air in celebration, injuring three refugees of the camp. The wounded received medical treatment at the Adré hospital and have since returned home. The perpetrator was arrested and detained by the Gendarmerie in Hadjer Hadid and a trial has been scheduled. On 22 March, a local DIS commander allegedly murdered a civilian with his service weapon in Farchana. The commander was arrested by the Gendarmerie and a police investigation is under way. DIS has also opened a disciplinary investigation and MINURCAT is closely monitoring developments in the case. On 4 April, a United Nations police officer was detained by a DIS officer near Guéréda. Following the intervention of the DIS Deputy Commander, the United Nations police officer was released unharmed and the perpetrator arrested and detained at the local Gendarmerie. To prevent such incidents in the future, MINURCAT is working with local authorities to implement the full concept of operations, which provides for police stations and posts to be equipped with gun safes. In the longer term, a dedicated room for weapons storage will be built in each police station.

34. MINURCAT continued to face serious logistical challenges in the installation of DIS infrastructure and support to DIS operations. The construction of police stations, police posts and accommodation has not been completed due to difficulties in identifying a suitable contractor and the shortage of skilled labour. While prefabricated offices have been erected in most police posts, many DIS elements are still living in tents. As a result, MINURCAT has agreed to pay DIS members housing allowances while they live in temporary accommodation, in addition to their stipends and food allowances. The installation of VHF radio communications systems is ongoing. Following repeated requests by the national authorities, MINURCAT has commenced the procurement of pick-up trucks for use by some DIS elements.

35. As at 27 January 2009, contributions to the Trust Fund for the Support of the Activities of MINURCAT had been received from Belgium, the Czech Republic, the European Union, Ireland, Japan, Luxembourg, the Netherlands, Norway and the United States of America. The total received amounts to US$ 21.9 million,

compared to the total budget of $23.2 million for 2008 and 2009. To sustain the activities supported by the Trust Fund in 2010, it is estimated that an additional $29.5 million will be required, including $18 million for continued support to DIS and $11.5 million for the Mission's rule of law activities in the areas of justice and corrections, which are necessary to complement and improve the overall effectiveness of DIS.

36. Following the full deployment of all DIS officers, a comprehensive assessment of DIS (including the concept, facilities, equipment and impact on the ground) will be conducted by senior representatives from the Department of Peacekeeping Operations in late April and early May.

B. Justice and prisons

37. During the reporting period, MINURCAT developed a tracking system for the cases of individuals either arrested or detained by DIS. The system is being piloted in Goz Beida with a view to extending it to other parts of eastern Chad. From 15 January to 8 February 2009, MINURCAT provided training to 206 DIS officers on the criminal code, judicial organization and investigation techniques, in order for them to serve as criminal investigatory police in the different DIS stations.

38. At the beginning of February, MINURCAT facilitated the first official visit of the Minister of Justice to eastern Chad, to assess the justice system in the region. As at 31 March, 37 of the 180 new magistrates that the Government recently appointed were deployed to eastern Chad. The Mission provided support in particular to the deployment of the Judge and the Prosecutor of the Tribunal de Première Instance of Iriba on 21 January. MINURCAT is also in the process of equipping the Legal Information Centre for Goz Beida and Iriba with computer and office equipment.

39. During the period under review, MINURCAT facilitated the construction of a separate unit for male juveniles in the Abéché Prison, using funds from quick-impact projects. The Mission also refurbished and equipped the Abéché Prison Infirmary, in collaboration with the United Nations Population Fund (UNFPA), the Department for International Development of the United Kingdom and other partners. MINURCAT continued to advise and mentor prison authorities on best practices, daily prison administration, hygiene and health care, and to assist the Chadian Prison Administration to develop a national training curriculum in preparation for the impending recruitment and training of prison staff, which is expected to start by the end of April. MINURCAT also continued to support the Government of Chad to draft a new prisons law, providing for a dedicated corps of prison officers in Chad to address the acute staffing problem in the system.

C. Human rights

40. During the reporting period, MINURCAT conducted more than 50 monitoring and investigative missions to villages, internally displaced persons sites and refugee camps in eastern Chad. In general, the absence or weakness of law enforcement and judicial institutions in the east continued to present a major challenge in strengthening the rule of law and in the fight against impunity. Arbitrary arrests and prolonged pre-trial detentions continue to be observed in prisons and detention facilities, which require considerable development to meet acceptable standards.

41. Within the refugee and internally displaced persons populations, incidents of sexual and gender-based violence, including against children, remained a cause of great concern during the reporting period. Twenty-one cases of sexual and gender-based violence were documented by MINURCAT, the majority being incidents of rape. In three of these rape cases, on 2 January 2009 in Adré, on 9 January in the Touloum refugee camp, and on 19 January in Abéché, the victims were children. The Chadian authorities did not refer these cases to the courts. The victims of sexual and gender-based violence, discouraged by the weakness of the judicial system in eastern Chad, frequently do not report the incidents. When they are able to identify the perpetrator, they often resort to traditional justice mechanisms, including amicable settlements. During the reporting period, MINURCAT also documented several cases of early and forced marriages affecting female children in eastern Chad.

42. During the reporting period, MINURCAT conducted weekly monitoring visits to detention sites, including the prisons in Abéché, Iriba and Adré, and the Gendarmerie holding cells in Abéché, Biltine, Iriba, Goz Beida, Koukou, Hadjer Hadid, Farchana and Tine. Cases of prolonged pre-trial detention were repeatedly recorded. For instance, in Goz Beida, MINURCAT found 11 detainees who had been held for between 5 and 59 days. In the Gendarmerie holding cell in Tine, human rights officers registered that five of the eight detainees had been in preventive detention for up to eight months.

43. MINURCAT continued to provide technical assistance to the Ministry of Human Rights and the Promotion of Liberties, with a focus on the preparation of a national forum on human rights, which is tentatively scheduled for July 2009 and will focus on the development of a national action plan on human rights. During the reporting period, MINURCAT also facilitated the second field visit of the Ministry of Human Rights to eastern Chad from 10 to 13 March, which enabled the Minister to assess the current human rights situation and the efforts made by authorities to protect and promote human rights.

44. During the reporting period, MINURCAT continued to receive information concerning the disappearance of children from refugee camps and internally displaced persons sites, allegedly to be recruited into fighting forces. This included: on 6 February 2009, three children, aged between 10 and 11 years, were reported missing from the Gourounkoum internally displaced persons site; in January 2009, three children, aged between 14 and 17 years, were reported missing from the Koubigou internally displaced persons site; and between December 2008 and January 2009, seven children, aged between 12 and 14 years, were reported missing from the Djabal refugee camp. Thirteen other children were reported missing from the same camp under similar circumstances in November 2008. As detailed in my report of 7 August 2008 (S/2008/532), a Task Force on Monitoring and Reporting of Grave Child Rights Violations has been established in Chad in conformity with resolution 1612 (2005).

D. Civil affairs

45. During the reporting period, MINURCAT continued its efforts to promote inter-communal dialogue in eastern Chad. In Goz Beida (Dar Sila region), MINURCAT carried out a number of visits to internally displaced persons sites to

identify pressing issues and enhance dialogue among community representatives. In the tension-prone area of Kerfi (Dar Sila region), MINURCAT intensified its contacts with local partners to encourage greater dialogue. In Guéréda (Wadi Fira region), following reports of increasing tensions between the refugees and the local community received in March 2009, MINURCAT initiated meetings with local authorities. Steps were also taken towards fostering dialogue between Massalit and Zaghawa ethnic communities in the area of Mianta (Ouaddai region). In Farchana, the Mission supported dialogue to defuse tensions between internally displaced persons and the local community triggered by the lack of sufficient water. To help prevent such tensions, MINURCAT approved two quick-impact projects in January 2009 for the construction of water wells in the return areas of Dewer and Khomme (Ouaddai region).

E. Gender

46. During the period under review, MINURCAT continued implementing its gender mandate with a focus on the following areas: involvement of women in inter-community dialogue; prevention of sexual and gender-based violence and provision of support to the DIS and MINURCAT police officers. MINURCAT and its partners worked to harmonize the procedures used to process sexual violence cases and began creating a common database to keep track of cases of sexual and gender-based violence; the database will be maintained by UNFPA.

47. From February 24 to 26, MINURCAT organized a sensitization workshop on Security Council resolutions 1325 (2000) and 1820 (2008) for refugee and internally displaced women, as well as women from the host community in Farchana. The purpose was to identify women leaders and assist them to prepare to participate in inter-community dialogue workshops organized by MINURCAT. The Mission also trained DIS recruits on gender and sexual and gender-based violence standards and, in the coming months, will incorporate gender aspects in the in-service training of DIS. Of the 850 DIS officers, 81, or nearly 10 per cent, are female.

V. Mission support

48. During the reporting period, MINURCAT was extensively engaged in efforts towards achieving a smooth transition from EUFOR to the United Nations force on 15 March 2009. These efforts benefited from the effective cooperation and coordination between EUFOR and MINURCAT and the provisions of the Technical Agreement between the two missions.

49. As noted above, in accordance with the Memorandum of Understanding signed by the Government of Chad and MINURCAT on 13 February 2009, the Mission has undertaken to build two new airport parking spaces by 31 October 2009: one in Abéché and another at the international airport in N'Djamena. The additional parking spaces will be built through commercial contracts.

50. The establishment and enlargement of the integrated military and police camps in the Mission area remain behind schedule, owing to the pending resolution of equipment and project management issues. MINURCAT is currently examining all options and alternatives in order to provide optimal operational support to military

contingents already on the ground, as well as those soon to deploy. It is anticipated that the camps will be completed by the end of 2009.

51. MINURCAT has developed a phased plan to enable the full deployment of 5,200 United Nations troops, 2,000 more than were deployed under EUFOR, to bases in Chad, including Bahai (north), Guéréda (central), Koukou Angarana (south) as well as to the permanent camp in Birao, Central African Republic. Owing to difficulties in identifying adequate local contract services, MINURCAT will make use of its civilian and military engineering capacity to accelerate construction and force deployment. This will not impact the Mission force capacity.

52. Living conditions for civilian and military personnel in eastern Chad remain extremely difficult and precarious. As a consequence, the recruitment and retention of qualified staff is a challenge of considerable concern.

VI. Safety and security

53. During the reporting period, the security phase remained at phase IV in northern and eastern Chad, as a result of continued and deteriorating tensions at the border with the Sudan, which exacerbate criminality and banditry and impair the humanitarian community's capacity to implement programmes. Phase III remains in effect in N'Djamena and southern areas. In the north-eastern Central African Republic, phase IV remains in place in the Mission's area of operations.

VII. Observations and recommendations

54. The success of the 15 March transfer of authority reflected the collective efforts of the United Nations, the European Union and the Governments of Chad and the Central African Republic and marked an important step for the United Nations in eastern Chad and the north-eastern Central African Republic. I wish to express my satisfaction at the smooth transfer of authority between EUFOR and MINURCAT and to commend the commanders, as well as all the men and women of EUFOR, for their contribution to peace, security and the protection of civilians.

55. I would like to express my gratitude to the European Union and its member States for their readiness to deploy EUFOR. This was the first time that the European Union provided a bridging military arrangement pending the deployment of a United Nations force. In this regard, it would be important for the United Nations and the European Union to draw on lessons learned from this joint experience for the future. The re-hatting of a significant part of the EUFOR troops provided the United Nations with strong continuity, which proved fundamental to a smooth transition of authority and the initial effectiveness of the United Nations force. I would like to express my particular gratitude to all EUFOR-contributing countries that agreed to extend the deployment of their contingents under the United Nations force.

56. I would also like to express appreciation to the Government of Chad with regard to the finalization on 13 February 2009 of a memorandum of understanding on the transfer of EUFOR sites and infrastructure. I encourage the Governments of Chad and the Central African Republic to sign the draft amendments to the Status of

Mission Agreements, which have been submitted to both Governments, as specified in Security Council resolution 1861 (2009).

57. The completion of the training of the 850 authorized DIS elements and their deployment to eastern Chad is a tangible achievement which will contribute to the creation of a more secure environment for the refugees, internally displaced persons and vulnerable populations in the area. For this contribution to continue, DIS is likely to require ongoing support from MINURCAT. I therefore appeal to donors to continue to provide the necessary financial support to the Trust Fund for DIS and also to extend support to rule of law programmes that complement DIS activities.

58. In the near future it will be important to reflect on the viability of transitioning DIS from a donor-supported initiative to one financed by the Government of Chad, in accordance with the benchmarks for the withdrawal of MINURCAT endorsed by the Security Council in resolution 1861 (2009). This will be a focus of the upcoming comprehensive assessment of the DIS concept, which will take place at the end of April and beginning of May.

59. For MINURCAT to be able to effectively discharge its mandate to contribute to the protection of civilians, it is important that its force reach its full strength and operating capability as soon as possible. As outlined in the present report, the Secretariat lacks pledges for important units, including 12 of the 18 required military helicopters. I urge Member States to provide the missing force personnel and enablers, particularly night-capable military helicopters, to ensure the Mission can implement its mandate without constraint. I also encourage the Security Council to urge Member States to provide these assets.

60. In its resolution 1861 (2009), the Security Council requested that I inform it in my upcoming reports on the development of a strategic workplan containing indicative timelines to measure and track progress on the implementation of the benchmarks for the withdrawal of MINURCAT, including the voluntary return and resettlement in secure and sustainable conditions of a critical mass of internally displaced persons; demilitarization of refugee and internally displaced person camps; and improvement in the capacity of Chadian authorities in eastern Chad to provide the necessary security for refugees, internally displaced persons, civilians and humanitarian workers, with respect for human rights. MINURCAT and the Secretariat have initiated the preparation of such a plan, in consultation with the relevant partners. I intend to present the broad outlines of the strategic workplan in my next report to the Council, incorporating, inter alia, the findings and recommendations of the forthcoming comprehensive assessment of DIS.

61. The security and humanitarian situation in Darfur and eastern Chad remain closely interlinked, with instability on one side fuelling instability on the other. It is essential that relations between the Governments of Chad and the Sudan continue to improve. Improvements in the situation in Darfur and eastern Chad also require that both Chad and the Sudan embark on resolving some of their long-standing internal problems and grievances, which provide important sources of support for their respective rebel groups.

62. With regard to Chad, I remain concerned at the impasse reached in the implementation of the 13 August 2007 agreement between the Government and the political opposition, regarding the electoral law. In this respect, I urge both sides to do their utmost to overcome their differences and arrive at a mutually acceptable

arrangement to allow the process to move forward. At the same time, for any reconciliation process to be viable, it is important that all opposition, political and armed, be associated and included. I appeal to all sides to explore every avenue for reconciliation for the benefit of the population, particularly in eastern Chad. In this regard, I would like to reiterate that if called upon by all parties, I would be willing to use my good offices to facilitate such a reconciliation process.

63. During the reporting period, relations between the Governments of Chad and the Sudan were a source of particular concern. Following the re-establishment of diplomatic relations between the two countries on 9 November 2008, it is vital that the Dakar process moves forward and that the Contact Group meets as soon as possible. I would like to emphasize that the Governments of Chad and the Sudan have signed a number of agreements in the past, under various auspices, to curb the support and activities of foreign armed rebels in their respective territories. I call upon the two Governments to act on their past commitments and to exercise restraint with respect to their military activities and political rhetoric. I would also like to note the inviolability of international borders and to underscore that any movement across the border by the armed forces of either country would exacerbate tensions in an already volatile region and aggravate the existing humanitarian plight.

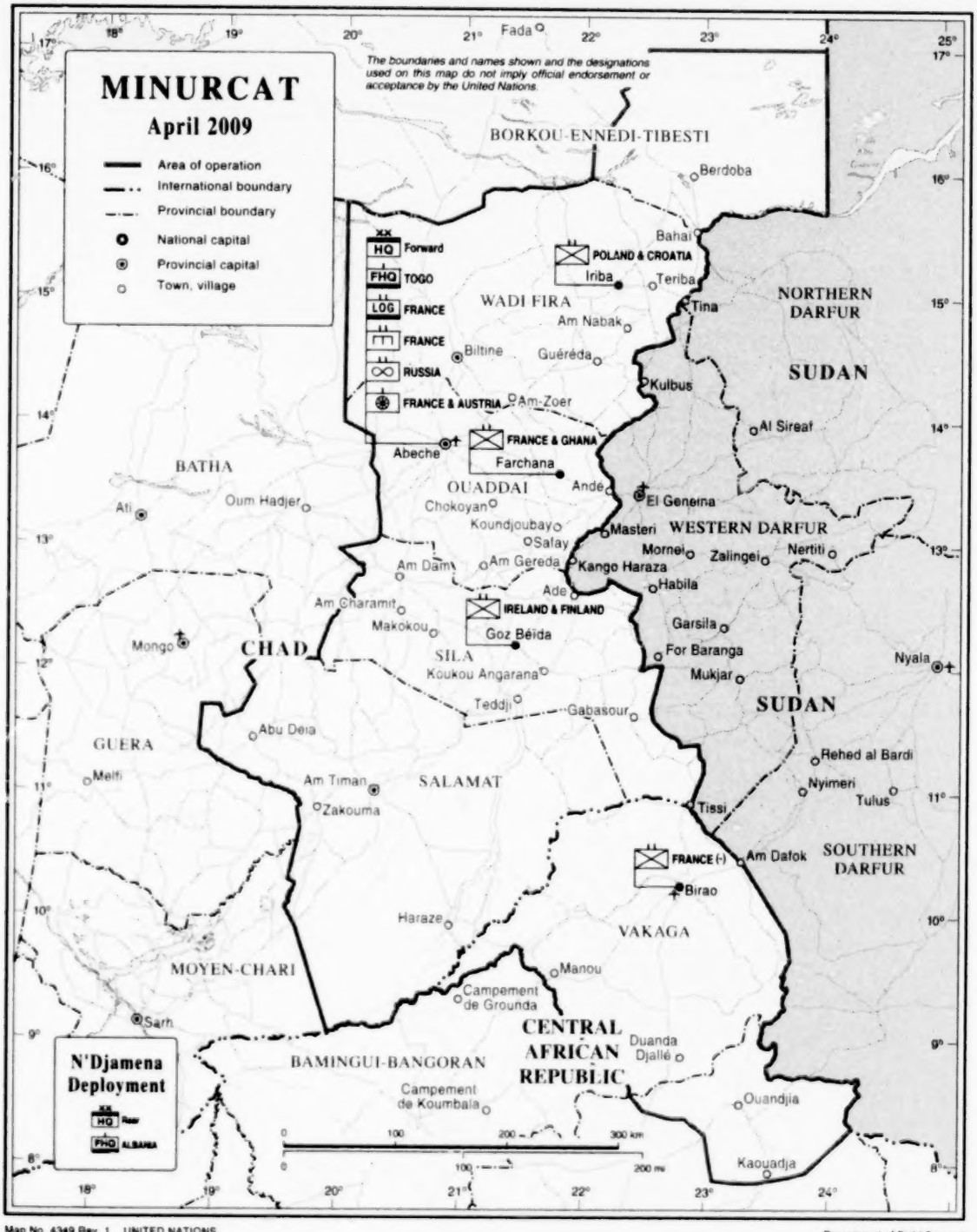
64. Finally, I would like to express my appreciation for the work of my Special Representative and Head of MINURCAT, Victor Angelo, as well as all the men and women of MINURCAT for their continued service and contribution to peace and security in eastern Chad and the north-eastern Central African Republic.

Annex

Military and police strength as at 13 April 2009

Component	*Military*				*Police*
Country	*Military liaison officers*	*Military staff officers*	*Troops*	*Total*	*Civilian police*
Albania	0	0	63	63	0
Austria	0	4	108	112	0
Bangladesh	2	2	0	4	0
Benin	0	0	0	0	27
Bolivia (Plurinational State of)	1	0	0	1	0
Brazil	3	0	0	3	0
Burkina Faso	0	0	0	0	17
Burundi	0	0	0	0	10
Cameroon	0	1	0	1	10
Côte d'Ivoire	0	0	0	0	38
Croatia	0	2	15	17	0
Ecuador	2	0	0	2	0
Egypt	2	1	0	3	13
Ethiopia	0	13	0	13	0
Finland	0	2	63	65	0
France	0	13	804	817	18
Gabon	1	0	0	1	0
Gambia	2	0	0	2	0
Ghana	4	14	70	88	0
Guinea	0	0	0	0	3
Ireland	0	12	393	405	0
Jordan	1	0	0	1	8
Kenya	0	2	0	2	0
Kyrgyzstan	3	0	0	3	0
Libyan Arab Jamahiriya	0	0	0	0	3
Madagascar	0	0	0	0	18
Malawi	0	7	0	7	0
Mali	2	0	0	2	5
Namibia	0	5	0	5	0
Nepal	2	17	0	19	0
Niger	0	0	0	0	12
Nigeria	3	9	0	12	0
Norway	0	3	45	48	0
Pakistan	2	1	0	3	0
Poland	1	2	313	316	0

Component	*Military*				*Police*
Country	*Military liaison officers*	*Military staff officers*	*Troops*	*Total*	*Civilian police*
Portugal	1	0	0	1	4
Russian Federation	0	1	98	99	0
Rwanda	1	0	0	1	10
Senegal	3	11	0	14	18
Spain	2	0	0	2	0
Sweden	0	2	0	2	2
Togo	0	7	198	205	8
Tunisia	1	0	0	1	0
Uganda	2	0	0	2	0
United States of America	0	2	0	2	0
Yemen	3	0	0	3	17
Zambia	2	0	0	2	0
Total	**46**	**133**	**2 170**	**2 349**	**241**



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